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# Annual Report

OF THE GOVERNOR OF HAWAII

1944





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*of the Governor of Hawaii  
to the Secretary of the Interior  
for the Fiscal Year Ended June 30*

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**United States**  
**Department of the Interior**

HAROLD L. ICKES, *Secretary*

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**Territory of Hawaii**

INGRAM M. STAINBACK, *Governor*

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# Annual Report of the Governor of Hawaii

INGRAM M. STAINBACK, Governor



## GENERAL ADMINISTRATION AND PLANNING

During the fiscal year last past, Hawaii continued to accommodate all of its governmental and its commercial and industrial facilities to the maintenance of internal security and to the military effort centered in these islands. Planning for the future necessarily has been subordinated, but it has not been neglected.

The Governor established a Postwar Planning Division of the Department of Public Works and an advisory board to assist this Division. Under the supervision of a full-time Planning Engineer this agency is coordinating all other local efforts to formulate plans and policies involving the development of Hawaii's natural and human resources and the expansion of its facilities to the highest attainable degree of usefulness to itself and to the Nation. At the fiscal year's end the Division was engaged in a broad scale survey looking toward the development of a plan for a governmental administrative center in the city of Honolulu.

The operating experience of agencies established under the Governor's emergency powers to meet war-created problems, has provided a record which should be of great value in establishing future legislative policies. The statistics and records accumulated through the registration and fingerprinting of all civilians will be as invaluable an aid in meeting post-war problems as they have been during the past 2½ years. Citizens, trained as wardens and as auxiliary police and fire fighters and defense corps, are unified and alert to the requirements of community safety and have gained new concepts of individual civic responsibility. The problems which have had to be surmounted in connection with the development and control of food production and importation, and the procurement locally and from the mainland United States of other essential civilian commodities, have emphasized our dependence upon regular trans-Pacific shipping facilities and the necessity for future expansion of local production for local use.

Large park and other recreational areas are still devoted to active military use. Plans are ready for coordinating the extensive restora-



tion work which will be necessary with further improvement and extension of these areas.

Tax collections, both Territorial and local, increased over the previous year, and Territorial and county bonded indebtedness is being reduced, which will increase post-war borrowing capacity. Previously established rationing and price and use control procedures continued to be effective. Control of commercial rents was effected during the year by a Hawaii Defense Act rule.

Administration of Hawaii's civilian affairs by civilian agencies, existing under the authority of law, was further extended during the year. The number of cases handled in the Territorial and Federal courts substantially exceeded the number handled during the previous fiscal period.

In order to preserve the proper functioning of governmental services it was found necessary to provide a bonus to meet increased living costs. Investigation disclosed that Territorial and county employees had not received increases in compensation in line with those paid by private industries and the Federal Government, and the Governor's emergency war powers were exercised to adjust the compensation schedules applicable to all such employees so as to establish uniformity of base pay and to provide a \$50 monthly bonus for all such employees. During the fiscal year, approximately \$590,000 was invested in war bonds by Territorial employees under the pay-roll allotment plan. The Territory as a whole again exceeded its quotas for each of the war bond drives during the year.

Executive acts of the Governor, recorded by the Office of the Secretary of Hawaii, included 13 proclamations, 47 Executive orders and 45 rules promulgated under the authority of the Hawaii Defense Act. That office likewise continued to meet the increased demand for issuance of and information concerning certificates of Hawaiian birth and was preparing to extend the services of that Division for the benefit of Hawaii's service men and their dependents.

Territorial, municipal, and Federal departments and agencies, as well as the Postwar Planning Division and certain community committees, are formulating plans for the reassimilation into Hawaii's economy of her returning service men.

The 429 members of the Territorial Employees Retirement System on military leave at the fiscal year's end were being allowed full service credits to the same extent as if they had continued in active employment, the various governmental units paying the contributions which such members normally would have made to the system. During the year the trustees invested \$2,600,000 in War Savings bonds. Par value of the System's total investments at the year's end totaled \$17,847,100.



PUBLIC HEALTH AND WELFARE SERVICES

HEALTH

Widespread development of community interest in mosquito and rodent control and in other public health security measures fostered by the various Territorial, Federal, and municipal agencies involved, will pay dividends for years to come. Dengue fever, which became epidemic about the beginning of the fiscal year, was under control at its end, largely due to an extensive mosquito eradication campaign conducted with the cooperation of the armed forces. The percentage of the total population contracting the disease was kept at a remarkably low figure. The disease was probably brought here from the western Pacific, which emphasizes the necessity for the intensification of protective measures (including embargoes against and quarantine of animals) designed to prevent airborne passenger and freight transport from bringing to Hawaii or to the continent human or other diseases which are prevalent in areas to our west. The United States Public Health Service reports a tenfold increase over the previous year in the number of ships passing through its quarantine here and that the number of patients it cared for (principally merchant seamen) more than doubled.

Two new Territorial public health centers, constructed with Federal funds, were opened during the year. Lanham Act funds also helped to provide additions to Hawaii's general and mental hospitalization facilities. At least one of the hospitals established as part of the O. C. D. emergency medical service will remain as a community asset at the end of the war. Plans exist to continue the O. C. D. blood bank on a permanent basis. An expanded program and the use of new equipment for X-raying food handlers and others resulted in the finding of infectious tuberculosis cases in excess of available hospitalization facilities. Plans are complete and lands available for necessary additions to such facilities and construction can be started as soon as funds and materials and labor are at hand. Compulsory "booster" injections of typhoid vaccine, the second since Pearl Harbor, provided immunization which should tend to keep down this disease in the future. The O. C. D. training of large numbers of citizens in first aid and home nursing should also show permanent beneficial results.

The venereal disease rate among locally stationed military men was again lower than the preceding year's, and the distribution, near the year's end, of supplies of penicillin should further improve this picture.

During the fiscal year the Territorial Board of Medical Examiners licensed 15 physicians to practice medicine and surgery, bringing the total number of physicians practicing in the Territory at the year's

end to 382. A total of 1,239 nurses were registered during the year, including 51 registrations by examination, 113 by reciprocity, and 1,075 re-registrations.

Construction had started on two new refuse incinerators in Honolulu, partly financed with Federal funds, and the municipal government was in the midst of a survey of sewerage requirements which should, prior to the war's end, produce final plans for the complete sewerage of Hawaii's capital city.

Some progress was made toward solution of the continuing acute housing problem and efforts are continuing. All agencies concerned are endeavoring to tie in relief of current conditions with post-war plans for slum clearance and orderly community development.

All of these factors are pointing toward the accomplishment of our objective to make Hawaii, the future hub of Pacific travel and commerce, one of the world's healthiest communities, and the fact that the crude mortality rate from all causes combined for the fiscal year was at a new all-time low (6.1 per 1,000 of estimated civilian population) may be taken to indicate considerable progress toward that objective.

#### PUBLIC WELFARE

The problem of juvenile delinquency continued as one of the most urgent of the Territory's war-time problems. The Territorial Department of Public Welfare extended its services in this field establishing a receiving home for dependent children and making its services more readily available to the courts. A new detention home for delinquent wards of the juvenile court was also nearing completion in Honolulu.

During the year the Department substantially extended its medical, dental, hospital, and burial programs for the needy, through direct assistance and also through reimbursement to the several county governments for expenditures made in expanding their work in these fields. The Department's planning was centered around the provision of more adequate institutional segregation and care of dependent and delinquent juveniles and the extension of the Department's facilities, in cooperation with other agencies concerned, in aid of the veterans' rehabilitation programs.

#### INSTITUTIONS

The Territorial Hospital for the mentally ill continued to be seriously overcrowded. A survey of Territorial Hospital needs by the district medical officer, United States Navy, revealed a need for 400 additional beds at this institution. Plans and specifications have been prepared for a new treatment unit but construction has been postponed due to the shortage of critical materials. In spite of the acute shortage of facilities, treatment continued to improve. Two-thirds of all admissions are discharged as cured or materially improved.

The inmate population of Oahu Prison was 20 percent below the pre-war figure. During the past year, steps have been taken to establish a constructive work and production program for all prisoners, using commercial standards of production which will not only make the prison partially or wholly self-supporting, but will also provide a better rehabilitation plan for prisoners.

Waimano Home for the feeble-minded made marked progress during the year in establishing a high standard of production. Poultry, cattle, hogs, fruits, and vegetables are produced in large quantities. Tons of produce from Waimano were delivered to Aiea Naval Hospital. Several tons of seed were also supplied to the armed forces for their vegetable-production program around military camps in the islands of the Southwest Pacific.

Plans were being drawn for the development of modern dormitory buildings at Waialeale Training School for Boys and at Kawaiiloa Training School for Girls. The outstanding feature of the plans is the proposed development of facilities for a constructive program of crafts, recreation, and reading for the period between the dinner hour and bedtime, which is one of the greatest needs of the delinquent wards at these institutions.

The Division of Parole and Home Placement for the Boys' and Girls' Training Schools and Waimano Home continued to serve its function of rehabilitation, maintaining close contacts with the wards, their parents, their foster homes, and their employers in order to guarantee success on parole. The number of parolees who are making a successful adjustment is in excess of the number of wards in the two schools.

The Board of Pardons and Paroles continued its program of rehabilitation for prisoners on parole. The number of parolees is more than twice that of inmates, and the percentage of parolees who have to be returned to Oahu Prison continued to be small.

The Bureau of Crime Statistics and Identification continued its normal work as well as supervising, for the Office of Civilian Defense, the registration and identification of all residents of the Territory.

#### LABOR AND INDUSTRIAL RELATIONS

The Territorial Department of Labor and Industrial Relations was making preparations for the extension of the benefits of the laws it administers to returning servicemen. These will include unemployment compensation payments to veterans who are unable to return to their former employment, and training programs under the Apprenticeship Division.

The Department is likewise making consistent gains in workmen's compensation and industrial safety law administration and in labor law enforcement procedures.



The Department has accumulated wage, spending, and living cost statistics, and surveys of wage and hour conditions in island industries, which should be of great value in connection with post-war wage stabilization problems and programs.

The labor shortage continued to be acute, affecting every phase of civilian activity.

#### HAWAIIAN HOMES COMMISSION

In connection with its program for increased food production on lands under its control, the Hawaiian Homes Commission completed a study of the Molokai irrigation problem which will be available for consideration of the legislature at its next session.

#### PUBLIC SAFETY

##### POLICE AND FIRE PROTECTION

Reduction in O. C. D. assistance during the year made it necessary for the county governments to assume a substantially greater financial burden in connection with the maintenance of emergency fire and police protection. This and other war-imposed financial burdens were partially met by the county governments as a result of the distribution to them during the year of the sum of \$732,116.42, being the net proceeds of United States Army collections arising out of the operation of the provost courts and liquor control agencies, which were turned over to the Territorial Government by the Army.

During the year the Honolulu Fire Department was completely equipped with two-way radio dispatching and control equipment, adding substantially to its effectiveness. The O. C. D. volunteer fire warden organizations continued to afford to the various island communities a comforting assurance of added protection against major conflagrations.

In spite of the Honolulu Police Department's inability to procure sufficient manpower to maintain the department at its authorized strength, crime statistics at the year's end showed a downward trend, particularly in major offenses.

Honolulu's Volunteer Emergency Police Reserves, the Junior Traffic Police, the Traffic Safety Commission, the Military Police and the Shore Patrol worked in harmonious cooperation with the regular police forces for the accomplishment of this result.

Hawaii's Militia, the Hawaii Territorial Guard, was functioning in numerous ways for the benefit of the communities in which its units were stationed. Each of the numerous Army-sponsored civilian volunteer groups continued to contribute its share to the general picture of local military security.

## OTHER PROTECTION

The most critical problem faced by the Board of Agriculture and Forestry during the year related to the increasing danger of the introduction from the war zones of new insect pests or animal diseases. The vastly increased volume of air and sea traffic and the urgency with which it was handled made it necessary that extraordinary precautions be taken for the protection of the agricultural economy of the Territory and, upon the recommendation of the Board, the Governor in April of 1944, issued a proclamation prohibiting the introduction of any animals or birds from any area in the Pacific formerly occupied by the Japanese forces or from certain other specified areas. Orders issued by the armed forces have strengthened the protective regulations imposed by the Board and have made available Army and Navy personnel for more effective enforcement.

The Division of Forestry completed a land survey and an extensive research program designed to insure the effective carrying out of a post-war tree-planting program on all the islands for the replacement of timber permitted to be cut for military purposes. The Division also aided in the victory-garden program by supplying seedlings, fruit trees, and plants.

The Fish and Game Division entered into a cooperative research program with the University of Hawaii which will evaluate fisheries in Territorial waters as well as in the waters of the Western Pacific Islands formerly dominated by Japan. It is hoped that the information thus developed will assist in the establishment of a fish-canning industry centered in Hawaii which will draw upon the fisheries of the Western Pacific for its raw materials.

The Board continued to sponsor and direct various phases of the emergency food production program throughout the islands and the result of its demonstrations in this field may have far-reaching values in post-war utilization of lands which have heretofore not been successfully cultivated.

## PUBLIC WORKS

All major Territorial seaports and harbor facilities and all airports continue to be operated under the direction of the military authorities, but payment for the use of Territorial wharves is now being made by the Army and Navy, and the fiscal year's receipts of tolls and charges were the largest in the Territory's history. Considerable dredging was done during the year, some at Harbor Board expense and some directly by the armed forces. Extensive reconstruction and repair of harbor facilities will be necessary at the war's end, although the Board of Harbor Commissioners maintenance program has kept its properties in usable condition. The Board's current operating

surplus will be available for appropriation for this purpose but post-war needs will undoubtedly require extensive additional capital improvements.

Substantial improvements have been made to major airports by the armed forces. Plans for continuation of these improvements are being prepared.

Highway maintenance, limited by labor and material shortages to attempts to prevent total disintegration, continued to be a major problem. Highway reconstruction will afford a major source of post-war employment if efforts to secure Federal war damage reimbursement are successful. New construction, except for the Pearl Harbor Road, was confined to military access roads financed by Federal funds.

### PUBLIC UTILITIES

The utilities both publicly and privately owned, have generally managed to keep pace with vastly increased demands for service in spite of manpower shortages and materials and equipment procurement difficulties. Virtually all are planning extensive repairs to and enlargement of their systems at the earliest time that conditions permit.

The North Halawa Water Development Project, financed jointly by the Federal Works Agency and the Board of Water Supply under provisions of the Lanham Act, was completed on December 1, 1944, at a total cost of \$2,121,000, of which the Federal Works Agency contributed \$683,250 by direct grant. This project, which consisted of 22,100 linear feet of 42-inch cast-iron pipe and a 20-million-gallon underground pumping plant, added a much-needed additional source of water for the Honolulu area.

Shortage of water in rural areas adjacent to large military and naval installations continued to be a major problem on Oahu. These installations must be adequately served, but additional Federal Government help is needed to finance the development of new supplies and the extension of transmission lines.

### EDUCATION

#### DEPARTMENT OF PUBLIC INSTRUCTION

The Department of Public Instruction reports substantial progress in the public-school program during the year despite teacher shortages and the continued occupancy by the armed forces of certain of its school buildings. For the first time, kindergartens were made available and a Pupil Guidance Division was established.

Continued participation by older pupils in the Governor's "Work to Win" campaign resulted in the supplying of 6,879,198 hours of student labor for the cultivation and harvesting of vital food crops,



for which the participating students were paid \$1,432,389.63 in wages. Students unable to participate directly in this campaign were encouraged in other types of community cooperation such as victory gardening, salvage campaigns, mosquito control work, and Red Cross and hospital work. Public school pupils reported the purchase of \$1,589,469.00 in war bonds and stamps during the year.

Chest X-ray surveys of all school personnel were completed and a venereal disease education program was developed for high-school students.

A new course of study plan was developed during the year for inauguration at the start of the 1944 fall term and a business education service and an occupational information and guidance service were added to the Vocational Education Division.

The Department's program for the future looks toward reduction in the size of classes and the provision of a more adequately trained staff for the Division of Pupil Guidance. It also contemplates the further expansion and improvement of vocational education with a particular view to the provision of this service to returning service personnel.

Shortages of labor and materials continued to handicap the efforts of the county governments responsible for the condition of school buildings and grounds. The war's end will find a substantial backlog of deferred maintenance as well as a need for reasonably extensive new construction in this field.

#### UNIVERSITY OF HAWAII

Despite many handicaps connected with staff maintenance and replacements, shortages of supplies and housing of students, the University of Hawaii continued to meet its obligations in the field of instruction, research, and extension services; 2,204 enlisted men were attending credit and noncredit courses on the campus and, during the year, 29,736 United States Armed Forces Institute correspondence lessons were handled.

A fisheries research project, undertaken in cooperation with the Territorial Board of Agriculture and Forestry, should prove of great ultimate value to the Territory. During the year the university was designated by legislative action as a depository of material, documents, photographs, and other data relating to Hawaii's part in the war and a permanent staff was engaged in gathering and assembling such material. The creation at the university of a legislative reference bureau established a new type of service for the Territorial government. The work of the Agricultural Extension Service continued in cooperation with the Territorial Office of Food Production and the United States Office of Economic Warfare.



Post-war plans envisioned a larger prospective enrollment than facilities would permit, but preparations were being made to give preference in admission to returning service men.

Existing plans called for early construction of a dormitory to house 300 students and for further expansion of dormitory facilities to accommodate a minimum of 1,500 as soon as conditions permit. Immediate acquisition of some 80 acres of adjoining lands was also considered necessary to provide space for adequate development of the university's agricultural, housing, and athletic programs. The regents' over-all expansion programs, looking toward the building of an institution which will be second to none in the Nation, called for the erection of 28 new buildings.

### LIBRARIES

The easing of blackout restrictions during the year, in addition to other beneficial results, permitted the Library of Hawaii and the various other libraries throughout the Territory to open again during the evening hours and thus to increase their previous substantial contribution to community morale. Use of the libraries has increased vastly over the pre-war years and plans are being made to improve and extend their facilities for the benefit of Hawaii's rapidly increasing population.

The Public Archives during the past year centered its efforts upon the collection and indexing of all material bearing upon Hawaii's part in World War II. The rapidly expanding volume of material housed in this institution will make post-war expansion of its facilities a necessity and plans were in preparation for a new building which will adequately serve its needs.

### FINANCES

Territorial tax collections during the fiscal year, exclusive of collections for the account of the county governments, totaled \$33,083,446.74 in comparison with comparable total collections of \$29,787,633.96 during the previous year. It was indicated that a substantial operating surplus would exist at the end of the biennium.

Tax and other operating revenues of the four county governments, exclusive of the revenues of public service enterprises, totaled \$16,829,-813.83 for the fiscal year as compared with receipts totaling \$14,337,-887.63 in the previous period. Increases in real property tax levies and diversion to the counties of all personal property tax collections accounted for the greater part of their increased revenues.

The Territorial treasury, following the Governor's program of reduction of the Territorial debt, in addition to the required redemption

of matured serial bonds, called for redemption prior to maturity \$4,160,000 of outstanding term bonds. This has substantially lowered debt service charges and will enable the Territory to borrow more readily such sums as are necessary to fulfill its post-war plans. During the fourth and fifth war-loan drives the Treasury purchased for the sinking fund and also for the general fund a total of \$8,500,000 of United States securities.

## BUSINESS AND INDUSTRY

The sugar and pineapple industries maintained production at a comparatively high level in view of continued acute labor and supplies shortages and the continued utilization of extensive portions of their lands for military purposes. Two-thirds of the canned pineapple and pineapple juice packed during the year was set aside for the armed forces and a number of the companies continued to produce vegetables and meats to augment the Territory's war food supply. The industries as a whole report progress in mechanization, soil conservation, and employee training, and extensive plans for post-war improvements.

Retail and other business remained at a relatively high level in spite of acute manpower shortages and continued curtailment of shipping space. Internal Revenue collections for the fiscal year totaled \$149,643, 817, compared with collections of \$75,996,558 during the 1942-43 period. Gross postal receipts for the fiscal year were \$8,673,187.47, showing a large increase over the previous year's total of \$3,481,683.03.

## CONCLUSION

Hawaii's government and all of her people are proud of her fighting sons who stood shoulder to shoulder with other Americans on battlefields throughout the world. They are likewise proud of the part they have played in securing the islands against any possible hostile efforts of our enemy and in assisting in the preparation of the increasingly powerful blows against that enemy which have been and are being launched from her shores.

Her government and her people will be found ready and willing to assume in full her rightful share of the obligations connected with meeting the problems of returning peace.







